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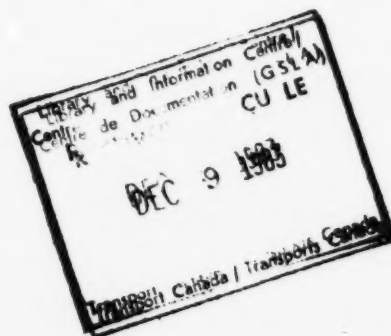
SOME INUIT CONCERNS
WITH ECONOMIC AND OTHER
IMPACTS OF TRANSPORT ACTIVITIES

Summary Report

Prepared for the
Transportation
Development Centre

November 1982

Marc Denhez
for Inuit Tapirisat of Canada



The contents of this report reflect the views of the contractor and of Inuit organizations, and not necessarily the official views of the Transportation Development Centre or other government agencies.



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17 Abstract

This report presents recommendations proposed by Inuit organizations to the arctic transport system. These recommendations are supplemented by a report on transport costs in this region.

Issues covered include the relationship between northern transport and sovereignty priorities, and the relative costs of northern transport in Canada. A subsidy formula is discussed, as well as tax treatment of Inuit daily transport, Inuit targets in employment and training for transport enterprises, and ownership and joint venture agreements.

The environmental risks inherent in certain transport modes, notably shipping, are outlined from the Inuit viewpoint. A proposed regulatory and administrative response is suggested.

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17 Résumé		

Ce rapport présente les améliorations proposées par les organisations Inuit concernant le système de transport arctique. De plus, le rapport fait état des coûts de transport dans cette région.

Les sujets couverts incluent la relation entre les transports dans le Grand Nord et les objectifs de la souveraineté ainsi que les coûts relatifs de ces transports au Canada. On y traite également d'une formule de subvention et des taxes touchant le transport des Inuit, des objectifs concernant l'emploi et l'entraînement des Inuit dans les entreprises de transport, de même que de la participation financière et des projets conjoints possibles entre les divers agents en cause.

Les risques écologiques reliés à certains moyens de transport (notamment le transport maritime) sont décrits du point de vue des Inuit. Une réglementation et une administration spéciales sont proposées en conséquence.

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FOREWORD

A summary of this report was presented by Marc Denhez for Inuit Tapirisat of Canada at the Northern Transportation Conference, The Challenge of the Eighties held in Whitehorse, Yukon, in October 1982.

PREFACE

The following is a summary of the 120 page report which was presented at the Northern Transportation Conference (Whitehorse, October 1982), at "Session II ECONOMIC, ENVIRONMENTAL AND SOCIAL CONSIDERATIONS." The proceedings of that conference, including the said report, are published by the Canadian Transportation Research Forum

The report was prepared with the generous financial assistance of the Transportation Development Centre, the Department of Indian Affairs and Northern Development, and the Department of Consumer and Corporate Affairs.

The report was prepared for Inuit Tapirisat of Canada, (ITC), the national organization representing the Inuit population. ITC is an incorporated registered charitable organization. The report was prepared by Marc McC. Denhez, B.C.L., counsel for ITC. Marc Denhez is with the firm of QUAIN, DIOGUARDI, 400 Cumberland Street, Suite 1100, Ottawa, Ontario K1N 8X3.

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1. INTRODUCTION AND POLICY.

Inuit represent 80% of the population of the Canadian arctic. Through their organizations, they are intimately familiar with the day-to-day features of transport services to their communities. The following is a summary of the recommendations which those organizations have advanced to deal with a variety of issues, from the perspective of the recipients of those transport services. This is not meant as a criticism of existing services so much as a list of essential targets for action to come.

Since northern transport does not exist in vacuum, the Inuit proposals are prefaced by an analysis of Canada's traditional priorities in this area.

Canada's efforts to assert sovereignty in the Arctic have traditionally focussed on keeping transport out and by emphasizing protection of Inuit; this longstanding position is articulated in a number of documents, most notably the 1930 Treaty with Norway. In the 1960's, this policy was reversed. The new approach was to assist entry, as the Sir John A. Macdonald did with the Manhattan. The new approach has not shown great results in asserting sovereignty over the Arctic offshore, as witnessed by the U.S.A.'s continuing position concerning the Northwest Passage.

The classic approach to asserting sovereignty is to affirm that the local population is part of the national mainstream, and to express that fact by integrating that population into the national transport grid. The traditional way to integrate a population into this national grid is to provide a developed infrastructure or else to simulate a developed infrastructure through subsidies. That is precisely what Canada has done for British Columbia, the prairies, the Maritime and Newfoundland.

Accordingly, Inuit groups have recommended that the integration of northern travellers and consumers to the national transportation grid be granted higher priority than the construction of ice-breaker, the dispatch of military exercises, and other sovereignty exercises. Planning and budgeting should reflect this priority.

2. LEVEL OF SERVICE.

Although it is not possible to provide the North with a fully developed infrastructure, some needs are immediate. Every community should have an adequate air-strip. It is unacceptable to have places where aircraft can only land on water (as in Labrador), where a fast freeze-up means planes have to be chipped out of the ice. Dangerous airstrips are equally unacceptable, as in the case of the 11 Quebec airstrips where every landing is technically illegal. Long delays

TABLE 1

CONDITION OF AIRSTRIPS, NORTHERN QUE.

SUBJECT HEADINGS	MINISTER OF TRANSPORTS (MOT) MINIMUM STANDARDS AND RESPONSIBILITIES						
	ARTICLE (C)	ARTICLE (B)	KANGIRSUALUJUAQ (George River) (C)	TASIUSAQ (Leaf Bay) (C)	AUPALUK (Hope's Advance Bay) (C)		
Length of Strip (ft)	1,000	5,000	2,132.65	2,460.75	1,476.45		
Width of Strip (ft)	100	150	82.03	98.43	65.62		
Orientation		N/A	16-34	07-25	05.23		
Approach and Navigation Aids:		- Non Directional Beacon (NDB); also VOR/DME shall be installed at strategic locations located airports or other locations where required to upgrade the navigational information along and/or airways and air routes. At locations where VOR/DME is installed it may, where practicable, be sited to serve as an approach aid also. All funded by MOT.	NONE	NONE	NONE		
Passenger and Cargo Facilities		- Passenger-cargo shelter, airport access road, to be funded by MOT.	NONE	NONE	NONE		
Aircraft Facilities:		- Aircraft parking apron, aviation fuel storage and dispensing facilities, airport maintenance equipment, garages and servicing facilities, all funded by MOT.	NONE	NONE	NONE		
Communications: Equipment - Operators -		- Air-ground, and point-to-point communications: equipment to be funded, inspected and maintained by MOT; Operators training and monitoring by MOT.	Air Inuit KF radio Air Inuit agent	Air Inuit KF radio Air Inuit agent	Air Inuit VHF radio Air Inuit agent		
Meteorological Information		- All meteorological facilities and equipment to be funded by MOT	Air Inuit agent	Air Inuit agent	Air Inuit agent		
Maintenance Equipment - Personnel - Material -		- Operators must operate in accordance to MOT standards. - Provide technical and training services to Regional Government for the operation and maintenance of airports to MOT standards. - MOT to fund the maintenance and operation of all air transportation facilities.	Suitable Suitable Suff.	Suitable Suitable Suff.	Unsuft. Unsuft. Suff.		
Lighting		- Runway and approach lighting, visual approach slope indicators, threshold identification light, singly or in combination as will meet the operational requirement, rotating beacon, lighted wind socks to be provided and funded by MOT.	by snowmobiles only	by snowmobiles or Air Inuit flare pots	by snowmobiles only		
Distance to Community (km)		N/A	.3	.7	.1		
General State of Strip		N/A	Dangerous slight reorientation would solve many problems.	Relatively good. Large hump spoils 650ft off strip at west. Easy to upgrade.	Very soft needs up-grading.		

TABLE 1, Cont'd.

SUBJECT HEADINGS	KANCIRSUK (Payne Bay) (C)	QUAQTAQ (Koartac) (C)	KANGIRSUJUAQ (Wakeham Bay) (C)	SALLUIT (Sugluk) (B)	IVUJIVIK (C)	AKALIIVIK (Cape Smith) (C)	POVUNGNIITUK (B)	INUJUAJAK (Port Harrison) (B)
Length of Strip (ft)	11,468.35	1,312.4	1,312.4	1,502.7 partly used	820.25	1,200.85	2,624.80 not yet used	2,001.41
Width of Strip (ft)	65.62	82.03	65.62	75.46	82.03	98.43	98.43	111.55
Orientation	04-22	14-32	10-18	03-21	16-34	17-35	01-19	13-31
Approach and Navigation Aids:	NDB/MOT	NDB/MOT	NONE	NONE	NONE	NONE	NONE	NONE
Passenger and Cargo Facilities	NONE	NONE	NONE	NONE	NONE	NONE	NONE	NONE
Aircraft Facilities:	NONE	Air Inuit fuel service	Air Inuit fuel service	NONE	Austin fuel service	Austin fuel service	Austin fuel service	Austin fuel service
Communications: Equipment -	Air Inuit HF radio	Air Inuit VHF radio	Air Inuit HF radio	Austin & Air Inuit HF radio	Telephone	Telephone	Austin VHF radio	VHF and M radio
Operators -	Air Inuit agent	Air Inuit agent	Air Inuit agent	Air Inuit agent Austin agent	Austin agent	Austin agent	Austin agent	MOT
Meteorological Information	Air Inuit agent	Air Inuit agent	Air Inuit agent	Air Inuit agent Austin agent	Austin agent	Austin agent	Austin agent	MOT
Maintenance Equipment -	Unsuft. Unsuft. Suft.	Suitable Suitable Rare	Suitable Suitable Suft.	Suitable Suitable Suft.	Suitable Suitable Suft.	Poor Poor Rare	Suitable Suitable Suft.	Suitable Suitable Suft.
Personnel -	by snowmobiles only	flare pots lighting by Air Inuit	by snowmobiles only	by snowmobiles only	by snowmobiles or Austin flare pots	by snowmobiles or Austin flare pots	partly operated light supply by Austin	MOT lighting
Lighting								
Distance to Community (km)	1.7	.3	.5	.2	.5	.1	2.7 of bad road	.1
General State of Strip	Bad condition, bad location. Needs reorien- tation & up- grading.	Pitiful. Has been slightly improved. Needs filling, blas- ting & lengthening.	Soft strip. Needs reorien- tation, would then meet re- quirements.	There are 3 strips, all bad at present. Ab- ove one only is worth improving. Needs replace- ment.	Fair but bad location, too short & strong crosswinds. Needs replace- ment.	Bad. Needs replacement.	Small 1000 ft. strip nearby POV now in use but too short. New one in bad shape still & hard.	Soft and sandy. Needs reloca- tion.

in repairs are also a problem, as exemplified by Grise Fiord where 12 years after a government report, the approach is still "directly into the cliff".

Ice strips are not an acceptable substitute. Planes, bulldozers and loaders can fall through the ice, as they have in Northern Quebec.

Accordingly, Inuit groups have renewed the call made at the 1970 Northern Transportation Conference, to the effect that every Arctic municipality be provided with an airstrip, including the municipalities of Northern Labrador. The airstrip should have facilities up to a standard consistent with that proposed for Northern Quebec, i.e. gravel runway 3500 ft. x 100 ft. apron and taxiway, runway lighting, approach lights, navigational aids (NDB, VASIS, RIL, Rotative Beacon, Lighted Windsock), electrical power, access road, meteorological equipment and services, communications equipment, small terminal building, maintenance garage and equipment. The development of these facilities should begin immediately. Ice strips can be considered only an interim measure, and not a substitute for a proper airstrip. Terminals should exist so that people do not have to stand on the tundra waiting for the plane. Finally, Northern airstrips should be provided with equipment to assist boarding and deplaning by the disabled and elderly.

Level of air service was also a concern, particularly in view of the reliance upon air service in medical emergencies. It is unacceptable for communities to be "left in the lurch", as occurred when one Labrador community had no choice but to call on visiting Luftwaffe aircraft to conduct a medical evacuation in Spring, 1981. Accordingly, Inuit groups have recommended that a maximum of navigational devices be available in the North to counteract the weather problem. They further propose that the Canadian Transport Commission (CTC) arrange that figures on the frequency and timing of landings be part of the public record, and be considered in applications for licences, and fare increases. The CTC, in considering all applications for licences, should also consider the backup capacity of an airline.

Quality of service elicited a number of observations. Routing is sometimes a problem, as in the case of Kuujuaq-Nain: a 300 km trip requires 3000 km of travel. Layovers are also a problem: for example, the trip across Hudson Bay from Coral Harbour to Sanikiluaq requires 5 days.

Accordingly, it was recommended that the Northern Air Transport Association sponsor efforts to assure that all airlines have integrated schedules so as to minimize layovers. The CTC was also urged to favour licence applications in which airlines propose routes which open the possibility of trans-Arctic travel, and to review this situation periodically.

Counter service could use improvement. The existing proposal to use high technology (or other means) to permit reservation and seat arrangements from all municipalities should be implemented. The highly discriminatory treatment of northern luggage should also be terminated: weight limits on northern baggage should be more stringent than on southern flights.

The treatment of luggage and cargo was the subject of further recommendations, particularly to expedite delivery. Communities such as Coral Harbour should not face delays which spoil two or three shipments of meat every summer. Inuit proposals suggested that luggage should be tagged and segregated for easy deplaning. Northern aircraft should have easy luggage handling capacity. Air carriers must place a much higher priority on timely shipment of northern cargo. Workers and their equipment should be delivered together. Customers should not be billed for cargo rendered unusable by delays. Air carriers should place higher priority on responding and transmitting enquiries from northern customers with respect to delayed goods. Receipts of cargo should be notified on arrival. Finally, credit cards and cheques should be acceptable throughout the North.

On the subject of safety, it was proposed that announcements concerning safety measures in aircraft be made (in person or by tape) in English and Inuktitut. Aisles, access to washrooms and access to emergency exits should be left unimpeded.

With relation to in-flight service, higher priority should be given to cleanliness on some northern flights. Wherever flight time permits meals should be served at meal time. Country food should be available upon request, and should in any event take priority over alcohol. Finally, higher priority should be given to training of Inuktituk-speaking cabin attendants.

Sealift was considered, and mention was made of the subsidies currently underwriting the ore shipments by the M.V. Arctic. It is submitted that sealift to people deserves a comparable subsidy to sealift of rocks, and subsidy levels should be increased accordingly.

Marine service is particularly important in Labrador; accordingly, it was recommended that sealift along the Labrador Coast be maintained at no lower than its present level. Passenger ships such as those in Labrador should also provide certain trips in response to community demand.

The treatment of cargo was of special interest, particularly since the Kuujjuak sealift dumped five trucks into Ungava Bay. Higher priority must be given to adequate docking facilities and stacking areas. Foods, particularly perishables, should not be placed directly in ships holds. Finally, budgetary allocations for northern projects should be made by February, in order to permit sufficient lead-time for sealift ordering.

3. COST.

The previous sections demonstrated that there are discrepancies between the quality of service provided to Arctic residents when compared to other Canadians, despite a national policy which purports to integrate transport across Canada in a consistent way.

Above and beyond that, the costs imposed upon arctic residents are significantly higher not only because of the distances involved, but even on a per kilometre basis. These discrepancies are indicated in the accompanying chart.

The explanation is clear enough. Northern transport offers almost no infrastructure or choices, and so can be labelled "underdeveloped". This underdevelopment generates high transport costs (e.g. 10%-40% more per unit of distance than in the south), which, in turn, cause a higher cost of living. This result is also demonstrable: for example, prices at The Bay in Frobisher Bay run at twice southern prices (ironically, alcohol is one of the few products whose price is adjusted to stay in line with those elsewhere).

Instead of fully addressing costs which the government exhaustively monitors, the government selectively subsidizes a handful of employees (mostly southerners) to compensate them, as demonstrated by the accompanying chart. This discriminatory approach is inconsistent with Canadian practice: elsewhere in Canada, the infrastructure has either been provided, or general subsidy formulas were adopted to compensate.

A similar subsidy program (with certain special provisions for food) should be introduced in the North, to bring northern costs in line with those of a developed system.

A system of discounts, while desirable, is not a substitute for such an approach.

Accordingly, and with the assistance of a consultant's report, Inuit groups have proposed that the proper response to high northern costs should not be to selectively reimburse a handful of northerners (usually transients), but to provide an accessible and equitable system benefitting all northerners. The Government's policy objectives for the North and for transportation in general require that all Canadians have the benefit of a developed transportation system; the objective of a subsidy program should therefore be to reduce transportation costs to what they would be in a developed transportation system.

This objective could be expressed in quantitative terms to bring the cost of living index below LCD 115 for gateway points and a maximum of LCD 130 for any northern point. There are two alternative approaches to achieving the objective. One would be to actually develop a more mature transportation system through construction of road infrastructure. This would cost hundreds of millions dollars, not to mention the extensive environmental effects. The more appropriate alternative is to

TABLE 2
COMPARISON OF INTRA-ARCTIC ECONOMY
AIR FARES AS AT 01 SEPTEMBER 1982

<u>CARRIER/ROUTE SECTOR</u>	<u>ONE-WAY FARE IN CDN. \$</u>	<u>ROUTE MILEAGE</u>	<u>COST PER SEAT MILE \$</u>
<u>FIRST AIR</u>			
Frobisher Bay - Pangnirtung	119.00	187	0.64
" " - Broughton Island	168.00	304	0.55
" " - Clyde River	249.00	483	0.52
" " - Pond Inlet	322.00	683	0.47
" " - Cape Dorset	145.00	246	0.59
" " - Coral Harbour	229.00	454	0.50
Nanisivik - Pond Inlet	98.00	137	0.72
Pangnirtung - Pond Inlet	285.00	631	0.45
Broughton Island - Pond Inlet	240.00	510	0.47
Frobisher Bay - Lake Harbour	73.00	75	0.97
<u>KEN BOREK AIR</u>			
Resolute Bay - Pond Inlet	270.00	360	0.75
" " - Nanisivik	186.00	235	0.79
" " - Griese Fjord	180.00	241	0.75
Nanisivik - Pond Inlet	85.00	137	0.62
<u>NORTHWEST TERRITORIAL AIRWAYS</u>			
Cambridge Bay - Gjoa Haven	261.00	238	1.10
" " - Pelly Bay	431.00	382	1.13
" " - Spence Bay	351.00	290	1.21
Yellowknife - Frobisher Bay	635.00	1,420	0.45
" - Rankin Inlet	347.00	711	0.49
Rankin Inlet - Frobisher Bay	378.00	680	0.56
Yellowknife - Cambridge Bay	198.00	524	0.38(1)
Cambridge Bay - Coppermine	199.00	276	0.72
Holman Island - Coppermine	157.00	214	0.73

(1) This route priced to be competitive with Pacific Western Airlines

Table 2, Cont'd.

<u>CARRIER/ROUTE SECTOR</u>	<u>ONE-WAY FARE IN CDN. \$</u>	<u>ROUTE MILEAGE</u>	<u>COST PER SEAT MILE \$</u>
<u>CALM AIR</u>			
Rankin Inlet - Coral Harbour	198.00	297	0.67
" " - Baker Lake	145.00	165	0.88
" " - Repulse Bay	207.00	315	0.66
Churchill - Rankin Inlet	205.00	295	0.69
" - Baker Lake	249.00	392	0.64
" - Coral Harbour	308.00	511	0.60
" - Repulse Bay	350.00	611	0.57
" - Chesterfield Inlet	243.00	352	0.69
" - Whale Cove	243.00	253	0.96
<u>GREENLANDAIR</u> (FIXED WING SERVICES)			
Sonder Stromfjord - Kulusuk	226.00	398	0.57
" " - Mestersuig	348.00	736	0.47
" " - Godthab	217.00	201	1.08
Godthab - Narssarssuaq	303.00	320	0.95
<u>LABRADOR AIRWAYS</u>			
All points in northern Labrador			0.437
<u>AIR INUIT</u>			
Kuujuak - Aupaluk	83.00	115	0.72
" - Sugluk	210.00	454	0.46
George River - Deception Bay	235.00	518	0.45
Aupaluk - Dugluk	166.00	339	0.49
<u>AUSTIN AIRWAYS</u>			
Sanikiluaq - Great Whale River	58.00	106	0.55
Cape Dorset - Povungnituk	163.00	306	0.53
Akulivik - Great Whale River	256.00	402	0.64
Cape Dorset - Great Whale River	387.00	645	0.60
Sanikiluaq - Ivugivik	266.00	423	0.63
Akulivik - Cape Dorset	185.00	246	0.75
Povungnituk - Akulivik	51.00	63	0.80

Table 2, Cont'd.

<u>CARRIER/ROUTE SECTOR</u>	<u>ONE-WAY FARE IN CDN. \$</u>	<u>ROUTE MILEAGE</u>	<u>COST PER SEAT MILE \$</u>
<u>NORDAIR</u>			
(JET SERVICE)			
Asbestos Hill - Kuujjuak	172.00	322	0.53
Kuujjuak - Frobisher Bay	166.00	392	0.42
" - Great Whale River	297.00	400	0.74
Frobisher Bay - Nanisivik	308.00	769	0.40
Hall Beach - Resolute Bay	194.00	508	0.38
<u>SOUTHERN ROUTES</u>			
Montreal - Hamilton	110.00	383	0.29
Thunder Bay - Montreal	172.00	809	0.21
Thunder Bay - Toronto	141.00	565	0.25
<u>PACIFIC WESTERN AIRLINES</u>			
(JET SERVICE)			
Cambridge Bay - Resolute Bay	132.00	442	0.30
" " - Yellowknife	151.00	527	0.29
Resolute Bay - Yellowknife	248.00	967	0.26
<u>SOUTHERN ROUTES</u>			
Calgary - Victoria	125.00	451	0.28
Edmonton - Vancouver	133.00	514	0.26
Brandon - Vancouver	229.00	1038	0.22
<u>SOUTHERN CARRIERS</u>			
<u>EASTERN PROVINCIAL AIRWAYS</u>			
Charlottetown - Magdalen Islands	67.00	101	0.66
Goose Bay - Halifax	152.00	599	0.25
" " - Wabush	102.00	269	0.38
<u>QUEBECAIR</u>			
Blanc Sablon - Natashquan	118.00	240	0.49
" " - Quebec	283.00	1007	0.28
" " - Gaspé	198.00	613	0.32
Natashquan - Rimouski	178.00	573	0.31
" - Sept Iles	108.00	206	0.52

TABLE 3

Living Cost Differential (LCD) Indices

<u>EASTERN ARCTIC, N.W.T.</u>		<u>WESTERN ARCTIC, N.W.T.</u>		<u>YUKON</u>	
Arctic Bay	170 ⁺	Aklavik	140	Beaver Creek, Y.T.	130
Broughton Island	170	Cambridge Bay	150	Brooks Brook, Y.T.	130
Cape Dorset	170	Coppermine	150	Carcross, Y.T.	130
Clyde Inlet	180	Fort Franklin	150	Carmacks, Y.T.	130
Frobisher Bay	160	Fort Good Hope	150	Dawson, Y.T.	130
Griese Fiord	190	Fort McPherson	150	Destruction Bay, Y.T.	130
Igloolik	160	Fort Norman	140	Dezadeash Station, Y.T.	130
Lake Harbour	170	Fort Providence	130	Faro, Y.T.	130
Pangnirtung	170	Fort Resolution	130	Haines Junction, Y.T.	130
Pond Inlet	180	Fort Simpson	120	Mayo, Y.T.	130
Port Burwell	190	Fort Smith	120	Old Crow, Y.T.	160
Resolute Bay	160	Gjoa Haven	170	Pelly Crossing, Y.T.	130
Strathcona Sound	160	Hay River	120	Ross River, Y.T.	130
		Inuvik	130	Swift River, Y.T.	130
<u>KEEWATIN, N.W.T.</u>		Nahanni Butte	140	Teslin, Y.T.	130
		Norman Wells	140	Watson Lake, Y.T.	130
Baker Lake	160	Pelly Bay	200	Whitehorse, Y.T.	120
Chesterfield Inlet	160	Pine Point	120	Turgsten, N.W.T.	110
Coral Harbour	160	Rae	130	Atlin, B.C.	130
Eskimo Point	140	Snowdrift	150	Haines Road, B.C.	130
Rankin Inlet	150	Spence Bay	170	Lower Post, B.C.	130
Repulse Bay	170	Tuktoyaktuk	150	Pleasant Camp, B.C.	130
Whale Cove	150	Wrigley	140	Taku River, B.C.	130
Churchill, Man.	120	Yellowknife	120		

Source: Statistics Canada

Effective 1981

Table 4

PREMIUMS FOR "ISOLATED POSTS"

(Source: Personnel Management Manual, Treasury Board)

July, 1982

	<u>Environment Allowances</u>	<u>Living Cost Differential</u>	<u>Fuel & Utilities Differential</u>	<u>Maximum (3 allowances)</u>
Arctic Bay	\$2658-\$4429	--	--	\$ 4,429
Baker Lake	" "	\$3026-\$5043	\$1875-\$3125	12,597
Belcher Islands	" "	2500-4166	1425-2375	10,970
Broughton Island	" "	3552-5920	1725-2875	13,224
Cambridge Bay	" "	2500-4166	--	8,595
Cape Dorset	" "	3026-5043	1725-2875	12,347
Chesterfield Inlet	" "	" "	" "	12,347
Clyde River	" "	4079-6798	1575-2625	13,852
Coppermine	" "	2500-4166	1875-3125	11,721
Coral Harbour	" "	3026-5043	" "	12,597
Eskimo Point	" "	1973-3289	" "	10,843
Fort Chimo	\$1907-\$3179	3026-5043	" "	11,347
Frobisher Bay	" "	" "	1275-2125	10,347
Gjoa Haven	\$2658-\$4429	3552-5920	--	10,349
Grise Fiord	" "	4605-7675	1875-3125	15,229
Hall Beach	" "	2500-4166	" "	11,720
Holman Island	" "	3552-5920	" "	13,474
Hopedale	" "	790-1316	1125-1875	7,620
Igloolik	\$2658-\$4429	3026-5043	1725-2875	12,347
Inukjuak	\$1907-\$3179	2500-4166	1425-2375	9,720
Inuvik	" "	1447-2412	1475-2625	8,216
Ivujivik	\$2658-\$4429	4079-6798	" "	13,852
Koartak	" "	" "	1425-2375	13,602
Lake Harbour	" "	3552-5920	1725-5920	12,147
Makkovik	" "	790-1316	625-1125	6,870
Nain	\$1907-\$3179	790-1316	1275-2125	6,620

Table 4, Cont'd.

	<u>Environment Allowances</u>	<u>Living Cost Differential</u>	<u>Fuel & Utilities Differential</u>	<u>Maximum (3 Allowances)</u>
Pangnirtung	\$2658-\$4429	3552-5920	1725-2875	13,224
Payne Bay	" "	" "	1425-2375	12,724
Pelly Bay	" "	4605-7675	--	12,104
Pond Inlet	" "	4079-6798	1725-2875	14,102
Port Burwell	" "	4605-7675	1275-2125	14,229
Poste-de-la-Baleine	\$1907-\$3179	2500-4166	--	7,345
Povungnituk	" "	4605-6798	1875-3125	13,102
Rankin Inlet	\$1907-\$3179	2500-4166	1875-3125	10,470
Repulse Bay	\$2658-\$4429	3552-5920	" "	13,474
Resolute Bay	" "	3026-5043	" "	12,597
Rigolet	\$1907-\$3179	790-1316	825-1375	5,870
Seachs Harbour	\$2658-\$4429	3552-5920	1725-2875	13,224
Spence Bay	" "	" "	" "	10,349
Sugluk	" "	" "	1875-3125	13,474
Tuktoyaktuk	" "	2500-4166	" "	11,720
Wakeham Bay	" "	4079-6798	1425-2375	13,602
Whale Cove	" "	2500-4166	" "	10,970

- Range of allowances depends on whether employee is married or single.
- Some communities not listed because of rarity of federal employees
- The sum of the three allowances range from a low of \$2658 for a single person at Arctic Bay to a high of \$15,229 for a married person at Grise Fiord.

subsidize the modes now available to be able to offer rates and fares comparable to those of a developed system. In other words, subsidy can and should be used to "simulate" a developed transportation system where it is not yet economically efficient to actually build a developed system. A transportation authority should be created with the mandate of developing tables of comparison between northern tariffs and the tariffs of the "developed" southern transport system, e.g. via truck and bus. The authority should further be budgeted and mandated to receive applications for tariffs, and to offer subsidies which would bring those tariffs into line with those of a developed system. This subsidy proposal is presented to simulate the rates of a developed transportation system where it is as yet uneconomic to actually provide them. It is necessary to achieve the objectives of the federal government's transportation policy and northern policy. The program has direct causal linkage to a whole series of social, economic and political goals. Hence, the federal government should demonstrate its commitment by immediately commissioning the research and analysis necessary and creating the structures necessary for its implementation.

To counterbalance the effect of a transport formula which lowered the cost of southern foods, food retailers should be encouraged to enter into agreements whereby country foods would be promoted and junk foods would be restricted.

Northern carriers should offer discount fares, senior citizen discounts and other special fares comparable to the pattern of the rest of the airline industry. Northern carriers should fully publicize such discounts to the Inuit in the various communities and regions. Bulk discounts and other discounts should be available on cargo along the same lines as elsewhere in Canada. However, discounts should not be viewed as a substitute for across-the-board subsidized rates.

4. DAILY TRANSPORT.

The standard daily modes of transport for Canada's arctic residents are snowmobiles, ATVs, aluminum boats, etc. The price of these items includes federal excise tax; ironically, although other food producers are exempted from this tax, this exemption has never been extended to Inuit hunters.

Some Inuit are also in the unusual situation of paying "road tax" on gasoline even when there are no roads for hundreds of miles.

Accordingly, it is proposed that Inuit hunters be classified as "food producers", and hence be exempted from federal sales tax on their equipment. Inuit hunters should also be eligible for the commercial refund on federal gasoline tax, and a similar refund should be negotiated for provincial "roads" tax on gasoline.

5. TRANSPORT AS ENTERPRISE.

In view of the fact that Inuit constitute over 80% of Canada's Arctic population, it is foreseeable that a large percentage of employment and training programs in the Arctic will be filled by Inuit. Upon review of some notable successes and failures in this area, however, it becomes obvious that careful planning is required, along with adaptations to deal with certain unique features.

It is submitted that Inuit must have a proportionate stake in the employment, training and equity available for arctic transportation. The level of Inuit employment in Arctic transport should correspond roughly to the Inuit percentage of the Arctic population; however, that does not necessarily mean that Inuit employees will be identical to southern employees. Employment programs must adapt to northern conditions: the objective should be to create a "pool" of qualified Inuit who can share work and yet continue traditional pursuits, rather than a standardized labour force along southern lines.

There has been considerable discussion of the "quota" system, particularly in view of its failure at Nanisivik Mine. After analysis of that system, in comparison with more successful employment programs, however, it is submitted that the failure of quotas in the past is no proof of the inapplicability of the quota system. Any program for employment and training must be based on a) a sense of conviction, and b) a recognition of the distinct characteristics of the Inuit employee. Under the right circumstances, the system can provide useful results.

One thorny issue is the employment of Inuit in federally operated transport activities. Federal hiring of natives is already the subject of analysis by a Joint Council established for that purpose; similarly, there is an official Native Employment Policy, as well as a series of relevant recommendations by the Parliamentary Committee on the Disabled. However, their impact on arctic transport has been impeded by several factors. Inuit groups have, in response, recommended that the Joint Council be given the necessary resources to do its job concerning federal hiring practices. Furthermore, the Native Employment Policy should be extended to crown corporations (by Cabinet order if necessary).

Once the commitment has been made to hire Inuit, several special measures are necessary to assure a minimum of turnover. Otherwise, one may face a 97% annual turnover, as at Nanisivik Mine. The performance and dedication of Inuit employees, if given the proper conditions, will exceed comparable southern workers. Any corporate myths to the contrary should be abandoned. However, any employment program must be worked out in close consultation with the representatives of the community or region affected. An atmosphere of trust must be created, even at the cost (if necessary) of a municipal veto on the project. The basing of northern transport employees should be in the North, and should be as decentralized as possible. Collective agreements and other arrangements

must allow northern residents full access to employment on northern transport routes. Work rotations involving more than 20 days away from home should be viewed with caution. Finally, the work rotation should be developed in consultation with the local community.

Employment in transport activities often requires training; and this has been the subject of considerable analysis. Inuit trainees have particular features which must be taken into account in any training program. Some features lead to extra cost (notably travel); but these costs should be considered worth the investment.

Native organizations themselves are in an ideal position to carry out a consultancy function; but in order to do so, they should have the funding, manpower and access in order to guarantee a full planning and consultancy capacity on all matters of training and employment. Optimally, native and northern organizations should be assisted in setting up their own training programs. Various other adult education and related courses should prepare communities for employment and training options in the transport field. Advance funding should be available for training programs, and these training programs should not be subject to excessive paper burden.

Training programs should provide for an initial design and development phase. Any given training program should have a single supervisory agency. Workshops should be provided. Training programs should correspond to market realities.

The "process of osmosis" can be used to the maximum. Large-scale employers should reserve positions to be filled by trainees "groomed" for that purpose. The above technique should be viewed as a method of developing "role-models" within communities. Training programs must be "advertised". Close cooperation should take place with local and regional groups to maximize "work-of-mouth" effects.

The proper selection of trainees is important. Educational requirements should not bar prospective trainees who would otherwise be promising. "Experience" may be misleading as the ultimate guide to qualifications. Wherever possible, the recommendation of the community (e.g. via the municipal council) should be viewed as the single most important criterion in eligibility.

Analysis of the experience of other training programs has also led to certain definite conclusions about the desirable format of the courses. Training courses should take place in the arctic wherever possible. Mobile training programs should be encouraged for that purpose. Feasibility studies should be undertaken on the relocation of various training programs to the North. The development of training programs by electronic means should be the subject of immediate feasibility studies. Trainee pay scales should be competitive with northern resource pay scales; housing and other amenities must also be carefully considered. Finally, maximum attention must be paid to the initial phase of a training program.

There are certain unique features about the training of Inuit; when these are overlooked, the results can be costly. For example, there is a strong necessity for "hands-on" training at the earliest possible date; otherwise, attrition can reach 100%, as it did in the Flight Service Specialist Program. An even more striking feature is the fact that a short intensive program, implying an extremely heavy work load is not only acceptable, but probably preferable. Trainees should be given the opportunity to "show their stuff" as early as possible. Conditions in training situations should not be radically inconsistent with the trainee's lifestyle. Certain teaching methods, such as the use of questions and answers, or the use of slides, need to be adapted to different northern cultural patterns. The community benefits derived from a training program or employment program must be demonstrated and emphasized. In the long term, it should be recognized that programs will work best when the enterprise is subject to Inuit ownership and influence.

Special attention must also be given to the trainers; otherwise, one finds oneself in the awkward situation experienced by the Canadian Coast Guard, whose trainers suffered from what the CCG called "chronic seasickness". A trainer-trainee ratio of 1-5 or less is probably essential to produce the desired results. Training should be done by full-time trainers. Inuit trainers should be used wherever possible. Where no Inuit trainers are currently available, crash courses should be undertaken to provide them.

The final aspect of Inuit participation in arctic transport enterprise is the entrepreneurial aspect. The credibility of the transport system hinges, in part, on Inuit participation. This is essential to reinforce the carrier's commitment to the locality and region; otherwise, communities have occasionally been exposed to pressures for which the work "blackmail" is only a slight overstatement. The creation of new airlines by Inuit must be considered a viable option. Existing carriers should also consider the possibility of negotiating part ownership by Inuit organizations.

Whether under the auspices of a social impact assessment or otherwise, every transport project should be evaluated for its spinoff benefits to the community. Agreements should be negotiated, whereby transport projects reinvest local income in local goods and services. Models for such agreements already exist. Finally, in the long term Inuit participation can be foreseen from the planning stages to the administration stages. Governmental and corporate policies should gear up accordingly.

6. ENVIRONMENTAL EFFECTS.

Inuit insist on an environment which protects wildlife. Projects which have risks of oil spills (notably shipping) are suspect. The wreck of the Edgar Jourdain, which was fully documented, inspires little confidence in the technical or administrative capacity to clean up: 9 months of buck-passing occurred to clean up a spill at Hall Beach.

Noise and wash from ships also cause problems and ice breakage is a hazard to animals and man. For example, six Arctic Bay hunters were stranded for 3 days and almost killed by the wake of the M.V. Arctic.

Accordingly, Inuit groups have submitted that the serious economic and cultural impact of environmental degradation must not be ignored or underestimated. The potential for ecological degradation must be countered by proper processes for monitoring, planning and regulation. Inuit must be involved in the decision making aspects of these processes. For a variety of reasons, tanker traffic cannot be considered acceptable, under present technical and administrative conditions. All shipping must be scrutinized with the utmost care, because even cargo vessels can cause significant environmental damage. The entire system for monitoring, planning and regulation of such traffic deserves a) reconsideration and b) Inuit participation. Finally, plans for icebreaking activity, beyond the summer season, should be shelved until proper assurances can be given concerning impact on environment and safety. Those assurances (if any) must be satisfactory to the communities affected, and those communities must participate in the supervision of any monitoring or planning process for future off-season shipping (if any). Roads may also introduce contaminants or upset wildlife. For example, many questions remain to be answered about the mysterious presence of PCBs at Deception Bay, Quebec. Inuit will accept any such development only if wildlife is safeguarded and Inuit participate in the proceeds, planning, monitoring and supervision of these projects.

Accordingly, much higher priority must be given to the security of cargo, particularly ore, along northern roads. Products used on northern roads must be free of contaminants. Finally, alignment of northern roads (including culverts) should not interfere with animal or fish migration.

7. REGULATORY ASPECTS.

The previous sections have alluded to the regulatory system not only in terms of the supervision of transport costs, but also in terms of participation in planning processes and other features.

Inuit groups propose that steps be initiated immediately for the creation of a northern transport authority with a mandate to administer the subsidy formula. A feasibility study should immediately be undertaken on the possibility of further delegating, to this authority, decision making powers re adequacy of service, and inter-modal development.

Preparatory work should also be undertaken for the creation of an authority, in compliance with the Land Claims Agreements in the NWT and Labrador, responsible for monitoring, planning and regulating the

environmental aspects of transport. The above recommendations should be carried out with sufficient flexibility to blend these authorities or comply with whatever other arrangements are ultimately reached in the land claims forum.

Finally, transport planners should view the areas above and below the treeline as two distinct regions, and should "gear up" for the time when they will be two distinct administrative regions.

8. CONCLUSION.

Inuit groups have provided a fairly comprehensive list of targets for action over the next few years. It is hoped that those targets will be viewed in a positive and constructive light, and that they will be translated into improvements in quality, cost, economic benefits and environmental aspects of arctic transport.

Furthermore, it is submitted that the residents of the Arctic (i.e. the Inuit) must have a role in all aspects of the monitoring, planning and regulation of the Arctic, including transport therein. The expeditious settlement of land claims negotiations, which are intended to provide a blueprint for that participation, should be energetically supported.

The entirety of these objectives can be summarized in the phrase by Michael Amarook: "We're tired of being treated like Canada's attic... We want to be treated like the rest of the house".